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Part two: biennial programme plan

Programme 4
Peacekeeping operations

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A. Peacekeeping operations

Overall orientation

4.1 The purpose of the programme is to support the maintenance of peace and security through the deployment of peacekeeping operations in accordance with and by authority derived from the principles and purposes of the Charter of the United Nations. The mandates of the programme are provided in resolutions of the Security Council and the General Assembly.

4.2 The programme comprises the Department of Peacekeeping Operations and the newly established Department of Field Support. The Department of Peacekeeping Operations closely coordinates four interdependent and complementary subprogrammes (operations, military, rule of law and security institutions, and policy, evaluation and training) and integrates cross-cutting responsibilities. Within the Department of Field Support, two subprogrammes have been created to align with the structures established in the field for the provision of administrative and logistics support services (field administrative support and integrated support services).

4.3 The Department of Peacekeeping Operations serves as the lead department in the implementation of integrated mandates, including multisectoral assistance operations, and works in an integrated way with the Department of Field Support, which provides logistical and administrative support. Regional approaches to peacekeeping, in terms of peacekeeping capacity, and political strategies for multiple operations will be pursued when appropriate.

4.4 The Department of Peacekeeping Operations and the Department of Field Support will inform Member States on all phases of peacekeeping operations, paying particular attention to the requirements of troop and police contributors, which need to make informed decisions on their participation in peacekeeping missions. The programme will also give emphasis to keeping Member States and other stakeholders informed of support issues in relation to all phases of peace operations. Working in an integrated manner, special attention will be given to the safety and security of peacekeepers in the field, and careful consideration will be given to gender and geographical balance in the staffing of peacekeeping operations.

4.5 Programme strategies are based on the development of capacities to address a wide variety of conflict situations and the need to plan, establish, manage and direct peacekeeping operations. A rapid and effective response to Security Council and General Assembly mandates is crucial for supporting the implementation of peace agreements between the parties to a conflict. Peacekeeping mandates may include the monitoring of ceasefires and buffer zones; disarming, demobilizing and reintegrating ex-combatants; reforming military establishments; training, advising and monitoring police forces; creating security conditions conducive to the return of refugees and internally displaced populations; promoting electoral and judicial reform and assisting civil administrations; facilitating political processes to consolidate peace and legitimate government authority; coordinating economic rehabilitation and mine-clearance programmes; and facilitating the delivery of humanitarian assistance. Missions may also be mandated to maintain law and order and assume responsibility for a transitional administration or executive law enforcement, including criminal justice functions. Meeting the complex and evolving challenges of modern peacekeeping requires an integrated approach and

greater coordination within the United Nations system and with external peacekeeping partners, including international financial institutions and regional organizations, to enhance the ability of the international community to maintain peace and security. To increase the programme's effectiveness, policy development and evaluation for the application of peacekeeping best practices and lessons learned will continue, as will continued emphasis on tailored training for all peacekeeping personnel.

4.6 The Department of Field Support is the provider of administrative and logistics services to the peace operations of the Department of Peacekeeping Operations and the Department of Political Affairs. The programme will provide support to United Nations peace operations in the areas of personnel, finance, procurement policy, logistics, communications, information technology and general administration.

4.7 Fundamental to the provision of mission support are recruiting and retaining high-quality personnel and ensuring that field missions have the appropriate logistic resources, including material, direction, guidance and oversight to enable them to meet their mandated tasks. In addition, the Department provides financial support services that ensure appropriate funding, responsible stewardship of funds and the financial expertise to formulate resource requirements and to manage those funds and resources.

4.8 The programme will provide substantive and technical support to the Special Committee on Peacekeeping Operations, including follow-up on decisions related to peacekeeping operations taken by the Security Council and the General Assembly.

Subprogramme 1
Operations

Objective of the Organization: effective implementation of Security Council mandates to plan, establish and manage peacekeeping operations

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Provision of timely, informed advice and recommendations on issues related to peacekeeping to the Security Council, the General Assembly, other intergovernmental bodies and troop-contributing and other contributing countries	(a) Security Council resolutions incorporate recommendations to establish new, or adjust existing, peacekeeping operations
(b) Effective and efficient direction and support for peacekeeping operations	(b) (i) Security Council substantive and time requirements fulfilled to establish new, or implement adjustments to, peacekeeping operations (ii) Peacekeeping operations fulfilling major benchmarks as defined in and mandated by Security Council resolutions

Strategy

4.9 The Office of Operations will continue to perform its core functions of providing timely advice and analysis to the Security Council, the General Assembly, intergovernmental bodies and troop-contributing and other contributing countries on peacekeeping issues and on the integrated planning, effective direction of and support for peacekeeping operations through the provision of policy, political and operational guidance.

4.10 The Office of Operations will serve as the locus of integration for planning and political and operational support to field operations. It will employ the integrated mission planning process policy with internal and external partners, to both establish and adjust operations, to ensure a fully integrated approach to the spectrum of peace support activities, ensuring stabilization of fragile States and post-conflict countries. The central vehicle at United Nations Headquarters for the integrated planning and conduct of United Nations peace operations will be the integrated operational teams. The Office of Operations will be responsible for establishing and managing the teams, bringing together expertise from the Department of Peacekeeping Operations and the Department of Field Support and other subject matter experts to provide integrated policy guidance for senior management. The integrated operational teams will also provide a principal point of entry for troop- and police-contributing countries and partners to engage in the planning and conduct of integrated peacekeeping operations. Building on initial context-specific cooperation with regional organizations, the Office of Operations will, in collaboration with the Policy, Evaluation and Training Division, operationalize relationships with an expanding pool of relevant regional and security organizations to maximize crisis prevention and response. In particular, and in the light of capacity needs in conflict-prone areas, the Office will enhance and institutionalize support for and cooperation with African regional organizations. Best practices will be incorporated into the design, planning and implementation of new and existing missions, refining redress of cross-cutting issues. Integrated mission information and operations units will be standardized in accordance with policy developments and will provide systematic and reliable mission risk assessments and longer-term analysis.

Subprogramme 2
Military

Objective of the Organization: to implement effectively the military aspects of Security Council mandates

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Reduction of the time required to plan, rapidly deploy and establish the military component of peacekeeping operations in response to Security Council mandates	(a) Deployment of military components within the timelines planned for specific operations
(b) Increased efficiency and effectiveness of the military components of peacekeeping operations	(b) Implementation of all endorsed field mission-related recommendations, in respect of military components, that are published in the evaluation reports

Strategy

4.11 The substantive responsibility for the subprogramme is vested in the Office of Military Affairs. The Office will continue to provide its best military advice to assist the Security Council, the General Assembly, other intergovernmental bodies and troop-contributing countries on issues related to peacekeeping. The Office will also endeavour to ensure that all troop-contributing countries are informed about current peacekeeping issues and have their troops trained accordingly. The activities of the subprogramme will include the preparation of operational plans for military components of peacekeeping operations, such as contingency plans for potential, ongoing or closing operations; the generation of military forces, observers and Headquarters staff for deployment, including predeployment assessments, coordination of deployments and rotations of the military components of missions; daily monitoring of and support for the military components of peacekeeping operations; and the contribution to peacekeeping training activities of the Department of Peacekeeping Operations and Member States deploying uniformed personnel, including the institutionalization of high standards of conduct and discipline.

4.12 The subprogramme will give special emphasis to supporting African regional peacekeeping military needs; strive for formalized arrangements with peacekeeping partners; encourage and increase the participation of female peacekeepers; assist regional organizations in their efforts to set up peacekeeping forces; formulate and issue cohesive military-related peacekeeping policies; introduce modern management practices; increase synergy and cooperation between military and police components; continue to review the United Nations Standby Arrangements System and encourage Member States to participate in it; and enhance the rapidly deployable capability of the military component during the start-up of a peacekeeping mission or during a crisis in existing peacekeeping missions.

4.13 The Office will enhance responsiveness to field missions, increasing the integration of the military perspective through military representatives on the integrated operational teams. Military representatives on the teams will draw upon the full capability and expertise of the Office of Military Affairs across the entire spectrum of military issues. Military representatives on the teams have the responsibility to represent the official position of the Office. The Office will coordinate weekly meetings with the military officers attached to the integrated operational teams.

Subprogramme 3
Rule of law and security institutions

Objective of the Organization: to support and enable rule of law, mine-action and security institutions in post-conflict societies to develop sustainable capacities and services in accordance with accepted international standards

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Reduction of the time required to plan, rapidly deploy and establish rule of law and security components of peacekeeping operations in response to Security Council mandates	(a) Reduction in number of days required to start up police components

(b) Increased efficiency and effectiveness of the rule of law, security and mine-action components of peacekeeping operations	(b) (i) Increased percentage of police specialists deployed to police components in line with requirements for mandate implementation (ii) Increased number of justice and corrections experts rostered for potential deployment to peacekeeping operations (iii) Increased number of trained disarmament, demobilization and reintegration experts on a roster to support assessments and evaluations (iv) Increased number of trained and rostered security sector reform experts
(c) Targeted marking, fencing, clearance and mine-risk education in affected countries and communities	(c) Reduction in the rate and level of casualties caused by landmines and explosive remnants of war in affected countries

Strategy

4.14 Substantive responsibility for the subprogramme is vested in the Office of Rule of Law and Security Institutions, which consists of the Police Division, the Mine Action Service, the Criminal Law and Judicial Advisory Section, the Disarmament, Demobilization and Reintegration Section and the Security Sector Reform Section. The re-establishment of the rule of law and the strengthening of the national internal security apparatus and institutions in post-conflict societies are paramount for the creation of an environment for lasting peace. The core function of the Office is to develop and maintain the important strategic and operational frameworks — including in policy, operational support, training and partnerships — to facilitate synergy, efficiency and effectiveness when working to strengthen security and the rule of law. In that regard, the components each develop comprehensive plans for the reform and development of their respective sectors that take into consideration the relationships between the criminal justice institutions, legislation and justice system procedures and relevant gender dimensions affecting law and order. The rule of law and security institution pillar will act as a repository for rule of law and security issues in peacekeeping operations. It will actively engage regional and subregional organizations and donors on all aspects of rule of law and security issues and will develop and disseminate lessons learned and best practices. It will also strengthen its engagement with Member States and regional peacekeeping training centres on current training practices, security institution standards, training policy and materials. In addition, the component will continue to develop partnerships with other United Nations and international actors, security services, research and academic institutions, security associations and others.

Subprogramme 4
Policy, evaluation and training

Objective of the Organization: to provide an integrated capacity to the Department of Peacekeeping Operations, the Department of Field Support and field missions to develop and disseminate policy and doctrine; to develop, coordinate and deliver standardized training; to evaluate mission progress towards mandate implementation; and to develop policies and operational frameworks for strategic cooperation with various United Nations and external partners

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Develop or facilitate the development and provision of timely policies, procedures and standard operating procedures related to the needs of the Department of Peacekeeping Operations, the Department of Field Support and field missions	(a) Adoption and implementation of policies, procedures and standard operating procedures by Headquarters and field missions
(b) Support the continued development of the Department's Intranet site as the primary vehicle for delivery of policies, procedures and standard operating procedures to field mission personnel	(b) Increased number of mission users on the Department's Intranet site
(c) Conduct or support the conduct of training for all deploying peacekeepers based on United Nations standardized training materials	(c) Civilian, military and police personnel receive predeployment or induction training before deployment or upon arrival in the mission area
(d) Peacekeeping training materials are updated and made available to troop- and police-contributing countries and civilian personnel	(d) Dissemination of updated United Nations training materials to civilian, military and police personnel in peacekeeping missions, Member States and peacekeeping partner institutions
(e) Evaluations of mission performance and follow-up result in improved policy, procedures and training and more effective management in both field missions and at Headquarters	(e) Evaluations of peacekeeping mission performance
(f) Development of strategic and operational frameworks for operational cooperation with partners in peacekeeping operations to enable effective and integrated operations in field missions	(f) Frameworks for cooperation result in engagement with partners in field operations

Strategy

4.15 The substantive responsibility for the subprogramme is vested in the Policy, Evaluation and Training Division, which will provide an integrated capacity for the development of peacekeeping doctrine and policy, informed by the systematic capturing of best practices and lessons learned; the standardization, design and

delivery of training based upon doctrine and/or policy; and the evaluation of mission performance in implementing mandates. The Division will provide services to the Department of Peacekeeping Operations, the Department of Field Support and field missions, thus ensuring the integration of substantive and support functions in policy development, training and evaluation and providing a common platform for policy, guidance material, training and evaluation at Headquarters and in the field.

4.16 The aim of the above-mentioned capacity is to enhance the efficiency and effectiveness of peacekeeping field operations and support from Headquarters. The Division will develop and disseminate peacekeeping doctrine (policies, practices and standard operating procedures), support the doctrine development process within the subprogrammes of both Departments and support the continued development of the Intranet as the principal means for sharing knowledge and providing guidance material to staff in the field. Working in close cooperation with Member States and regional organizations, the Division will design and deliver training programmes intended to equip personnel to undertake their functions in field missions. The Division will support the development of peacekeeping training capacity in Member States, particularly the top troop- and police-contributing countries. It will also support emerging troop- and police-contributing countries in the development of peacekeeping capacities through training assistance, provided directly or through the training institutions of experienced troop and police contributors. The Division will identify potential peacekeeping partners and develop frameworks to enable existing United Nations and non-United Nations partners to cooperate in peacekeeping operations in a complementary manner. The Division will evaluate mission performance, with the results of evaluations being used to guide follow-on remedial activities, including policy development and training in both Departments and in the field missions.

Subprogramme 5
Field administrative support

Objective of the Organization: to staff and finance United Nations peacekeeping and related operations to enable them to fulfil their mandates efficiently and effectively, as authorized by the Security Council and the General Assembly

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Rapid deployment and establishment of peacekeeping operations in response to Security Council mandates	(a) High percentage of leadership and critical staff generated within three months of the establishment or expansion of a mission
(b) Increased efficiency and effectiveness of peacekeeping operations	(b) (i) Average civilian staff vacancy rates for field missions to be reduced to 20 per cent within nine months from establishment of a mission and 15 per cent within one year
	(ii) Average civilian staff vacancy rates for field missions to be reduced to 10 per cent for all missions that are not in a start-up/expansion/transition phase

	(iii) Maintenance of a six-month average processing time (from receipt of mission-certified claim to its approval by the Department) for contingent-owned equipment claims
	(iv) Reduction in Department of Peacekeeping Operations/Department of Political Affairs/Department of Field Support final budget submission review time for missions that receive an Abacus visit
	(v) All new peacekeeping personnel trained in the United Nations standard of conduct, including sexual exploitation and abuse

Strategy

4.17 Within the Department of Field Support, responsibility for the subprogramme is vested in the Field Personnel Division and Field Budget and Finance Division, whose activities include support for peacekeeping and other field operations in the areas of personnel, budget and finance. The subprogramme is also responsible for training, monitoring, reviewing and advising on conduct and discipline matters relating to all categories of personnel.

4.18 The Field Personnel Division is responsible for recruiting and retaining high-quality staff for United Nations peacekeeping operations and special political missions. The Division will also deliver policy guidance and undertake self-monitoring and quality assurance measures. It will deploy tiger team staffing and administrative support, as needed by field missions, to ensure that all administrative and management processes are effective, timely and appropriate. The operational capacities of the Department will be strengthened through career development and management of civilian staff. Concerted efforts will be made to improve the gender balance and geographical distribution in the staffing of field missions.

4.19 The Field Budget and Finance Division will support missions in preparing budget proposals and performance reports to enable the effective and efficient fulfilment of their mandates and to respond to changing circumstances on the ground or changes in mandate including liquidation. The support provided will include Abacus team visits to field operations to improve the quality of information and timeliness of budget preparation, including improved results-based budgeting, staffing and cost estimates. The Division will ensure timely processing of troop-contributing countries' claims for contingent-owned equipment.

4.20 The subprogramme will support field operations in the implementation of enterprise resource planning and International Public Sector Accounting Standard, in the areas related to personnel, budget and finance. The subprogramme will also work towards ensuring operational readiness and will prioritize the timely deployment of financial and personnel resources, as well as enhance its capacity to rapidly deploy a fully effective mission to areas of operation.

4.21 With respect to conduct and discipline, the subprogramme will place continued emphasis on conduct and on tailored training in United Nations standards of conduct for all peacekeeping personnel, including mandatory training for all categories of personnel on sexual exploitation and abuse. The subprogramme will continue to monitor, review and provide policy guidance and oversight on United Nations standards of conduct and to advise on conduct and discipline matters relating to all categories of personnel. The subprogramme will maintain a comprehensive database of all allegations of misconduct for all categories of personnel and provide related analysis and trends.

Subprogramme 6
Integrated support services

Objective of the Organization: to equip United Nations peacekeeping and related operations to fulfil their mandates efficiently and effectively, as authorized by the Security Council and the General Assembly

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Reduction of the time required to plan, rapidly deploy and establish peacekeeping and other operations in response to Security Council mandates	(a) (i) Identification and deployment of strategic deployment stocks and other logistic equipment within 90 days of Security Council mandates that is capable of supporting start-up teams and initial troop and police deployments
	(ii) Development of full information and communications technology capabilities, including secure voice, data and video services, within 20 hours of arrival of equipment and personnel
(b) Increased efficiency and effectiveness of peace operations	(b) (i) Missions have access to valid systems contracts with sufficient not-to-exceed amounts, 365 days of the year
	(ii) Wide-area network is up 99.8 per cent of the time

Strategy

4.22 Within the Department of Field Support, substantive responsibility for this subprogramme is vested in the Logistics Support Division and the Communications and Information Technology Service. The activities of those offices include the provision of equipment and services to missions, enabling the effective, timely and efficient fulfilment of their mandates. The subprogramme will provide integrated support services to missions as required and develop responsive mechanisms to address changing circumstances on the ground or changes in mandate. The subprogramme will work towards ensuring pre-emptive operational readiness and will strive to be more effectively placed to prioritize the timely deployment of material resources, as well as optimizing United Nations acquisition management

and its material resource utilization. The subprogramme will continue to monitor and provide policy guidance and oversight on the delivery of integrated support to the field missions.

B. Peacekeeping missions

1. United Nations Truce Supervision Organization

Objective of the Organization: to observe and maintain the unconditional ceasefire and assist the parties to the 1949 Armistice Agreements in supervision of the application and observance of the terms of those agreements

Expected accomplishments of the Secretariat	Indicators of achievement
The Security Council is informed in a timely manner of non-compliance with its resolutions	Timely submission of observation reports to the Secretary-General

Strategy

4.23 The United Nations Truce Supervision Organization (UNTSO) will continue to provide trained military observers under the operational support command of the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Disengagement Observer Force (UNDOF), assisting with the implementation of their respective mandates. It will continue its core functions of maintaining a minimum acceptable level of patrols, notwithstanding deterioration in the regional security situation. Moreover, it will continue mobile patrolling in the UNDOF areas of separation and in the UNIFIL area of operation to deter all parties from any violation of the agreements.

4.24 The mission will continue to provide timely and accurate observation reports and analysis of political developments mission-wide, including the safety and security situation. It will also continue to exercise command, administrative, logistical and security support to all outstations mission-wide. In addition, it will continue to use the good offices of the Head of Mission to strengthen and improve the relationships between Israel and its neighbouring countries. Moreover, the mission will continue to maintain and improve effective liaison with troop-contributing nations' ambassadorial and consular representatives, and with regional United Nations organizations. Furthermore, it will continue to develop contingency planning to address changes in the military and/or political situation in the UNTSO area of operation.

2. United Nations Military Observer Group in India and Pakistan

Objective of the Organization: to monitor developments pertaining to ceasefire violations along the line of control in accordance with the mandate of the United Nations Military Observer Group in India and Pakistan contained in Security Council resolution 307 (1971)

Expected accomplishments of the Secretariat	Indicators of achievement
(a) The presence of United Nations military observers in established field stations on both sides of the line of control to monitor ceasefire violations	(a) Timely submission of incident/violation reports to United Nations Headquarters
(b) Effective, efficient patrolling, inspecting and investigation of ceasefire violations	(b) (i) Number of operational patrols with free and secured access to notified areas to the extent permitted by the host countries
	(ii) Number of investigations of complaints undertaken

Strategy

4.25 The United Nations Military Observer Group in India and Pakistan (UNMOGIP) will continue to provide timely and detailed routine as well as ad hoc reports on relevant developments in the UNMOGIP area of operations in accordance with the implementation of its mandate.

4.26 The Mission will continue to maintain military observers at all its operational field stations on both sides of the line of control, conduct efficient patrols and effective inspections and investigations of the alleged violations of the ceasefire and, to the extent permitted by the host countries, perform field tasks in the vicinity of the line of control from the field stations.

Legislative mandates

A. Peacekeeping operations

General Assembly resolutions

49/233 A and 52/230	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations
61/256	Strengthening of the capacity of the Organization on peacekeeping operations
61/267 A and B	Comprehensive review of a strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operations
61/276	Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations: cross-cutting issues

61/279	Strengthening the capacity of the United Nations to manage and sustain peacekeeping operations
61/291	Comprehensive review of the whole question of peacekeeping operations in all their aspects
62/214	United Nations Comprehensive Strategy on Assistance and Support to Victims of Sexual Exploitation and Abuse by United Nations Staff and Related Personnel
62/236	Questions relating to the proposed programme budget for the biennium 2008-2009
62/237	Programme budget for the biennium 2008-2009
62/238	Special subjects relating to the programme budget for the biennium 2008-2009

Subprogramme 5
Mine-action coordination

General Assembly resolutions

60/97	Assistance in mine action

B. Peacekeeping missions

1. United Nations Truce Supervision Organization

Security Council resolutions

50 (1948)	Cessation of hostilities in Palestine
54 (1948)	Situation in Palestine
73 (1949)	Armistice Agreements concluded by the parties involved in the conflict in Palestine

2. United Nations Military Observer Group in India and Pakistan

Security Council resolutions

39 (1948)	Establishment of a commission on the situation between India and Pakistan
47 (1948)	Restoration of peace and order in Jammu and Kashmir and the holding of a plebiscite
91 (1951)	Appointment of a United Nations Representative for India and Pakistan
307 (1971)	Observation of a durable ceasefire and a cessation of hostilities in Jammu and Kashmir